

JICA Thematic Guidelines on Basic Education



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Japan International Cooperation Agency (JICA)

Preface

This Thematic Guideline describes the current and future orientations of JICA's cooperation in the field of basic education, and sets out the fundamental strategies and guiding principles for implementation of basic education activities by JICA staff members and its implementing partners.

The Guideline has been prepared primarily as a practical reference for JICA staff members as well as those concerned with JICA's activities to assist them in implementing basic education activities. However, as one of JICA's top priority issues, we believe it would be important to widely share JICA's basic principles in basic education cooperation in order to expand our cooperation with relevant institutions based on a common understanding of the issue.

As this Guideline is expected to be reviewed and revised periodically, the Basic Education Group of the Human Development Department welcomes any comment or advice by the readers, for the further improvement of this paper in the due course.



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1. JICA's cooperation in basic education: the guiding principle

At the “World Conference on Education for All (EFA)” in 1990 (Jomtien, Thailand) the international community agreed to set a common goal of expanding basic education, and for more than a decade, the development of basic education in developing countries has been a top priority area for cooperation for many international aid agencies. Responding to the international trend, JICA set up an ODA Study Committee on “Development and Education” in 1992, which suggested for the first time that JICA should (1) increase its assistance to the education sector to the level of 15% of total ODA, (2) place basic education as a top priority, and (3) extend its cooperation based on the realities of education development of the recipient country. Since then, JICA has been strengthening its cooperation in the field of basic education.

1.1 Why cooperate in basic education

There are two main reasons why JICA considers the cooperation in basic education is important.

(1) Basic education not only contributes toward economic development, but also is the means to acquire the necessary knowledge and to develop one's ability to fully exploit the potentials to lead a quality life in the society. Basic education also contributes to improving people's quality of life by ensuring a healthy life, breaking away from poverty, enabling harmony with the environment, and building a democratic and safe society, etc. But most of all, it must be guaranteed to every person as their fundamental human right. In addition, as the promotion of basic education can foster mutual understanding and the development of a tolerant society, its expansion is imperative to the realization of human security in this world.

(2) Basic education is also closely related to other development sector concerned such as economic development, poverty, population, gender, health, democracy. In any society, basic education serves as the foundation for all development work, as it can enhance people's capacities and initiatives to actively take part in their own socio-economic development.

1.2 The priority areas for cooperation

The priority areas in JICA's basic education cooperation are as follows:

(1) Improvement of enrolment in primary and lower secondary education

The most pressing concern in basic education is to achieve universal primary education (UPE). While there are still over one billion out-of-school children in this world¹, universal access and completion in primary education for both girls and boys is one of the MDGs² that must be achieved by 2015. Therefore, the improvement of enrolment in primary education is the first priority area for JICA's basic education cooperation.

In order to increase enrolment, there are many factors to be considered concurrently. For example, improving the provision of formal education, such as school facilities, teacher allocation, and textbook distribution; raising the awareness of families and communities; and, improving children's health and the overall social environment in which they live. The important point here is that the efforts to improve the provision of formal education must be accompanied by some sort of mobilization and involvement of the community as a whole.

In countries where UPE is now more or less achieved, there is a need to promote the expansion of lower-secondary education. For JICA, the priority will indeed continue to be on the expansion of primary

¹ UNESCO (2004) p.21

² UNDP (2003)

education. However, the possibility of supporting the expansion of lower secondary education should also be examined after reviewing the status of primary education enrolment and in coordination with other donors' activity areas in the host country.

With regard to improving primary education enrolment, JICA will focus its cooperation in countries of Sub-Saharan Africa and South West Asia where the expansion of primary education is still lagging behind other regions in the world. Within the same country, priority will be given to the rural and/or remote areas where education is yet to be reached than in the urban areas. In lower secondary education, those countries, which have basically achieved UPE will be the primary targets of JICA's cooperation.

(2) Improvement of quality in primary and lower-secondary education

The second priority area for cooperation is the improvement of quality in primary and lower secondary education. Although the first and foremost concern in basic education development in the developing countries may be the achievement of universal primary education (UPE), it is also important to ensure the qualitative improvement of basic education at the same time as its quantitative expansion. Low quality of education not only discourages children and their parents to enroll in school, but can also result in increased incidents of repetition and drop-out, thus becomes a source of economic and social wastage. In other words, low quality itself can be a major obstacle to improving the enrolment rate.

In improving the quality of primary and lower secondary education, attention needs to be paid to many inter-related factors in education: for example, the provision of well-trained teachers equipped with relevant teaching skills, well maintained educational facilities, and relevant textbooks and teaching-learning materials, a curriculum that takes into account the child's social and language environment, a proper monitoring and evaluation of the learning process, as well as effective school management, etc.

Since the issue of quality is closely related to the quantitative expansion of basic education, the quality matter is not only restricted to countries where a reasonable level of quantitative achievement has been made, but also should be the concern of those countries where the enrolment rate is yet low.

(3) Reducing gender disparity

The third priority area for cooperation is the reduction of gender disparity in basic education. Disparity between women and men in basic education is not only reproducing gender disparity in the society as a whole and making it difficult for women to play an active role in the society, but also is a serious hindrance to the overall social development efforts, such as in the field of population, health or environment. JICA's cooperation should thus promote a comprehensive social development that will ensure equality and equity in development through its effort to reduce gender disparity in basic education.

JICA's cooperation in the reduction of gender disparity shall target as a matter of priority, Southwest Asia, the Middle East, and Sub-Saharan Africa regions. It is also important to bear in mind that generally, within a particular country, disparity between the genders tends to be larger in areas where education is not yet fully developed.

(4) Promotion of non-formal education

The fourth priority area for cooperation is the promotion of non-formal education for the acquisition of literacy, numeracy and life skills to meet the basic learning needs of those having difficulties in accessing and completing the formal school system. Basic education is an activity through which individuals acquire the essential knowledge and develop the ability needed to lead a fulfilling life in the society. While basic education is often provided through the form of primary and lower secondary schooling, the educational needs of those who stand outside the formal education system will need to be met by the provision of non-formal education. Non-formal education can offer adults and out-of-school children who could not fully benefit from school education, the

opportunity to acquire literacy and numeracy skills, practical knowledge and skills for decision-making, problem-solving, critical thinking in social life, as well as effective communication skills. Furthermore, non-formal education can be effective in imparting practical knowledge and skills needed in life (i.e. life skills), such as vocational training, health education, environmental education, or AIDS education, etc. In other words, non-formal education not only is a complement to the formal education, but also is a prerequisite for initiating social development activities at the grassroots levels. Therefore, non-formal education should not be limited to education sector cooperation but rather be considered as an integral part of community development activities involving other sectors, such as health and environment.

The provision of non-formal education should be given priority to areas where, or to those population whose, access to formal education is limited or where there are serious social development problems such as health, environment or poverty.

(5) Improvement of education management

The fifth priority area for cooperation is the improvement of education management, an issue that is closely interrelated with the other priority areas given above. Cooperation in the four priority areas described above in (1) ~ (4) can only be effective if the management issue has also been given due consideration. Otherwise the accrued effects of the cooperation could be restricted in time and space.

In order to ensure effective implementation of activities and the sustainability of the impact of the cooperation, it would be vital to strengthen the capacity and to institutionalize the implementation system in the central governmental departments as well as the local government agencies that are involved in national education development. At the same time, projects should be implemented in close cooperation and coordination with schools and communities that are the actual stakeholders of the activities. Schools and communities should be actively involved in every stage of the project cycle, starting from planning the activities, in the implementation, as well as monitoring and evaluation, and then in the feedback, thereby ensuring a democratic decision-making process.

Cooperation in the field of education management shall be extended to all countries and regions, and shall involve all stakeholders of the activity concerned.

1.3 Approaches and strategies³

In the following paragraphs, some concrete approaches and strategies for JICA's basic education cooperation are suggested in order to achieve the objectives set out for the five priority areas described above.

(1) For the improvement of enrolment in primary and lower-secondary education

“Expansion of education provisions”, “improvement of children’s environment”, “promotion of children’s readiness for learning”, and the “introduction of flexible education system”, etc., are some of the strategies that are needed to improve the enrolment in primary and lower-secondary education.

The most common reason for non-enrolment may be the absence of schools in the vicinity, but there are also cases where children do not go to school even when there is a school in the community. This means that school enrolment cannot be increased solely by the quantitative expansion of school facilities, but also requires the mobilization of the community and of family understanding, flexible school management, improvement of quality of school education, and many other factors to be considered. There are various inter-related causes of non-enrolment and as such, there is a need for multifaceted approaches to tackle the problem. In order to

³ For further details concerning each approach and strategy, please refer to the “Development Objectives Chart in Basic Education” given in the annex of the “Approaches for Systematic Planning of Development Projects : Basic Education”, May 2002, JICA

improve the enrolment situation in primary education, the causes of non-enrolment of school-age children must first be clearly understood. Only after then could an effective programme for improving the situation could be developed. In addition, since an integrated approach is needed, coordination and cooperation with other donor agencies, international organizations and NGOs would be vital.

Until now, JICA's central strategy and approach to increasing enrolment was to build primary and lower-secondary schools under General Grant Aid Cooperation. Hereafter, JICA should also pay increased attention to the improvement of the education system as a whole, such as ensuring a balanced provision of schools, teachers and education materials, and promoting the improvement of children's learning environment and their readiness for learning. JICA has already been initiating some innovative activities in some countries, such as the development of a plan to expand education services (including procurement of equipment and school mapping exercise), the construction of teacher training colleges, the promotion of community participation in school construction and management. However, since the factors affecting non-enrolment are diverse, an effective approach would be to combine these innovative activities with school construction projects.

(2) For improving the quality of primary and lower-secondary education

Improving the quality of primary and lower-secondary education is an arduous task involving numerous factors to be examined concurrently, such as teachers, textbooks and education facilities. Specifically, actions are required in areas such as, increasing the number of teachers and improving their knowledge and skills as well as awareness, improving the curriculum, improving teaching methodologies, improving and disseminating textbooks and teaching/learning materials, improving education facilities, introduction of appropriate school monitoring and evaluation, and promoting child's readiness for learning, etc.

These areas of action do not exist in isolation, but are closely interrelated factors and will eventually be converged into one comprehensive education exercise. Since these are closely inter-related, the quality improvement of basic education necessitates an overall improvement of each factor. In preparing a plan for cooperation, it is important to identify and clearly understand in advance what factors are affecting the quality of education, and how these factors relate to each other.

JICA's strategy and approach to quality improvement has been mainly to support the improvement of the curriculum, of teachers' awareness, knowledge and skills, of teaching methodologies, and of education facilities through its teacher training activities for math and science teachers and school facility improvement.

Although JICA's teacher training projects are specifically in the field of math and science education, these projects not only have contributed to the improvement of the teacher training programmes (both pre- and in-service), but also to the development of new teaching methods, textbooks and manuals, education evaluation methods, and more. For this reason, these teacher training projects hold large potentials for JICA's future cooperation strategies for quality improvement. In particular, in Africa and Central American regions, the teacher training models and materials developed under the projects on "Strengthening of Mathematics and Science in Secondary Education (SMASSE)" in Kenya and on "The Improvement of Teaching Method in Mathematics (PROMETAM)" in Honduras, are now being widely disseminated in the respective regions. Furthermore, in Afghanistan, Myanmar, Vietnam, and Bolivia, there are new initiatives in the field of teacher training cooperation that are not limited to science and mathematics and these projects give further hope for expanding the scope of JICA's cooperation in this field⁴.

The construction of primary and lower-secondary schools in urban areas has certainly contributed to alleviating double shift classes and improving decrepit classrooms. However, JICA's cooperation in the coming years should

⁴ Myanmar: "Strengthening Child-Centered Approach in Myanmar Education (2004-2007), Vietnam: "Project for Strengthening Cluster-based Teacher Training and School Management" (2005-2007), Afghanistan: "Strengthening Teacher Education Programme (STEP)" (2005-2007), Bolivia: "Improving School Education Project" (2003-2009)

not be limited to infrastructure development, but also take into account the capacity development in maintenance and management of education facilities, school libraries as well as teaching/learning materials. In particular, the effective use of the so-called “soft component”⁵ under the Grant Aid Cooperation should be given more consideration as it is one way of combing the initial stage of technical cooperation in line with the construction work. In fact, there are already examples where a soft component activity was succeeded by a technical cooperation project after its termination⁶.

(3) For reducing gender disparity

There is a need for a two-track approach in reducing gender disparity in basic education. That is to say, to work through the formal schools on the one hand and through non-formal education initiatives focusing on adult population on the other. As for the former, suggested approaches would include for example, introduction of a gender-sensitive school education, awareness raising among community and families on girls education, or the establishment of a model for promoting girls education, etc. For the latter, the main strategy would be the promotion of literacy education for adult women.

In reducing gender disparities in formal education, there are various approaches that could be considered, such as removing obstacles to girl’s enrolment in school, raising awareness in the community to promote understanding on girls’ education, cultivating female role models among those educated women in the society to increase understanding on girls’ education in the community. There are many approaches to be adopted, starting with the school and then covering the whole community. Gender disparity can only be corrected through the improvement in formal education and the change in community values and attitudes towards gender.

JICA is yet to develop cooperation going on in the field of gender disparity issues and is starting to build its experience in this field. It is for this reason that JICA should first endeavour to introduce gender sensitivity into its ongoing cooperation projects, such as its math and science teacher training projects or school construction projects, in order to realize a “formal education that is gender sensitive”. In launching activities for awareness raising on girls education targeting the community, it would be vital to acquire and accumulate the know-how for initiating activities at the grassroots level through cooperating and coordinating actions with other donors and/or NGOs.

(4) For the expansion of non-formal education

There are various approaches to support the acquisition of literacy, numeracy and life skill, such as the promotion of literacy programmes or life skill acquisition programmes, or the strengthening of linkages with community development programme.

Non-formal education provides the opportunity for those who, for various reasons, could not attend or had to drop-out of school to receive basic education, and its promotion is essential from the view point of ensuring the fundamental human right of individuals and the impact it can have on the overall social development of a country. Non-formal education is mainly concerned with the acquisition of literacy, numeracy and life skills by the learners. Life skills include know-how and skills to improve one’s living conditions, such as health, sanitation and nutrition, technical vocational skills, skills for employment, and know-how on community participation, and understanding on concepts such as human right, equality, freedom and duties, and tolerance

⁵ A component under the Grant Aid Cooperation aimed at fostering sustainable management and maintenance of the facility and equipment built or procured as well as the overall outcome of the cooperation. In the education sector, examples of activities include, (1) organization of workshops on facility maintenance and management (raising the understanding on the concept of maintenance and management, practical training), (2) Clarification of the role and responsibility of the people in charge of facility maintenance and management, (3) Development and introduction of a manual/guideline on facility maintenance and management, (4) Preparing maintenance and management plans, (5) Implementation and monitoring of facility maintenance and management activities, etc. Impacts are most visible where community participation had been promoted in the facility’s maintenance and management.

⁶ Niger “Improving School Management through Community Participation (School for All)” (2004-2006)

and solidarity, etc. In recent years, education activities that contribute to other development sector concerns such as the environment and HIV/AIDS have also become crucial elements of non-formal education. Furthermore, non-formal education for school-age children often plays a complementary role to formal schooling. Therefore, it is important to establish equivalency programs or accreditation system to bridge formal and non-formal education.

Content and modality of learning depends very much on the learning needs of the learners as well as other restricting factors. Therefore, the content of non-formal education programmes tend to be diverse. Learners of non-formal education can be young or old, be both men and women, and the programmes can vary from literacy education to vocational training. The mode of delivery can also vary from the organization of a literacy class in the community to establishing distance education. There is no rules regarding the duration of study, and there are many types and levels of providers of the programmes. Furthermore, there is no common standard on the certification of successful learners in a programme. In contrast with the modern formal education system, which has today developed into a surprisingly universal form despite national and regional differences and are organized against a set of national standards, non-formal education needs to be planned and organized as a tailor-made activity, taking into account the needs of the community and/or the target groups of the programme.

Moreover, as most participants in non-formal education activities are adults who already have a social life of their own, their learning needs tend to be more practical in nature often emerging from their daily life needs. Therefore, non-formal education activities are most effective when the learners' needs are identified within a community development programme and are linked to one of its components, such as income-generation projects or projects for health and sanitation improvement.

Given these characteristics, non-formal education programmes are often implemented at the grassroots level and as such will need to effectively make use of local resources and to respond quickly to local the needs in a flexible manner.

At present, JICA does not have many cooperation projects in the field of non-formal education. However, recognizing its importance, it would be important to accumulate the know-how on initiating and implementing non-formal education activities by promoting further cooperation with local NGOs and other donors, as well as supporting the initiatives by Japanese NGOs and local governments under the Grassroots Technical Cooperation scheme.

(5) For improving education management

Basic education generally requires a huge amount of input in terms of national budget and human resources, and must be expanded to every corner of the country. Therefore, in order to ensure a self-reliant development of the education sector, strengthening of education management becomes vital. Meanwhile, the issue of education management is also a concern that cuts across the whole education sector hence its improvement requires a clear and strong political commitment to the development of basic education development supported by a well developed policy framework, which should be in line with the international agreements and goals. Here, as much as possible, JICA should take an active part in donor coordination initiatives by sending education sector advisors⁷ or project formulation officers⁸, and to support the process of developing such policy framework

Accordingly, for the implementation of education policies or plans, JICA should support the strengthening of the system of education administration by organizing the institutional framework of administration as well as schools. Specific actions to this end may include, improving education administration capacity and education

⁷ Experts who provide advice and guidance on policy matters to the central level administration in the host country government.

⁸ A kind of researcher dispatched by JICA to developing countries. Main responsibilities include the collection and compilation of information and to engage in active exchange of ideas and experiences with the counterparts and other partners in order to formulate an effective cooperation projects that are most relevant to the situation of the host country.

finance, slimming down the education administration, promoting decentralization, and improving school management capacity, etc. The issues that are increasingly emphasized in recent years are the need to promote decentralization of education administration and community participation in local education administration and school management. In fact, community participation in the education development process is a necessary condition for effective and efficient implementation of projects, as it can ensure that local basic education needs are properly identified and met in a flexible manner.

One way of improving the capacity of local education administrators would be to organize seminars, workshops and short-term training. Another way that is recently gaining attention as an effective approach is to provide financial support to a pilot project in which capacities of local education administrators are developed through their actual involvement in the development and implementation process of their local education development plans. In the areas of school management, school management committees are being established with the participation of the community through which activities to raise the quality and enrolment are being initiated.

1.4 The guiding principles

(1) Respecting ownership of recipient countries

Basic education is not only a huge educational undertaking, but also plays a critical role in fostering national awareness and transmitting culture over generations hence creating the foundation of a nation. It is for this reason that the expansion of basic education requires a strong governmental will and initiatives.

JICA's cooperation in the field of basic education must first respect the ownership of the recipient country, and support the process of fostering strong ownership through continuous policy dialogue and developing the capacity of the counterpart government.

(2) Strengthening cooperation at the community level

Basic education is an activity that must be guaranteed to every person in the country through the provisions of quality formal schooling and non-formal education. As such, it should be initiated and expanded at the grassroots level. As a prerequisite for its expansion, the contents and the system of basic education must first be accepted by the people, and the community and the family should feel the need for the provision of education as a public service. In other words, the expansion of basic education necessitates the active participation of the community and the families who are the beneficiaries of basic education activities in the process of developing and implementing the education development plan.

While respecting the ownership of the government, JICA should also promote the development of basic education in close cooperation with the various stakeholders and relevant institutions such as the community, families, and teachers.

(3) Adopting strategic implementation of activities

As one of the top priority areas of cooperation for JICA, a lot of inputs have indeed been made in the field of basic education. However, if its efforts are to be all the more effective, the activities need to be implemented strategically. To maximize the effects of the activities within the given resources, JICA should avoid going across the board too much, but base its cooperation on regional strategies and prioritize and concentrate its efforts in a number of selected countries and sub-sectors. Furthermore, in considering the input factors to cooperation programmes⁹, the possibility of combining the different modalities of cooperation, such as grant aid cooperation,

⁹ JICA has identified the specific programmes to deal with a country's key development issues in its "Country Program", which describes its medium term strategies for cooperation for each priority country.

technical cooperation projects, or grassroots activities by JOCVs, should be positively examined.

(4) Participating in the Sector Wide Approach (SWAp) and strengthening partnership with international community

The concerns in the development of basic education is not only about scaling up the activities, but also to consider how the various factors and sub-sectors in education, such as teachers, textbooks/materials, education facilities, budget and administration, as well as the social environment surrounding the child, and different levels of education can be brought together for a comprehensive development of the sector. For example, even if textbooks and teaching/learning materials were to be improved, if the effort is not accompanied by training of teachers in the use of the improved materials, the quality of teaching itself will not improve. As another example, even if schools are built, if there are not enough teachers or the social conditions are not favorable to education, school enrolment is unlikely to increase. Moreover, as the completion rate in primary education improves, the importance of ensuring access to secondary educations grows, and pre-service training of teachers is closely related to the system of higher education. In order to address these issues, a sector wide, holistic perspective is needed. For these reasons, as is the case with health and agriculture sectors, a sector wide approach and the promotion of donor coordination are vital in basic education cooperation.

Accordingly, JICA should not limit its focus on a certain field of cooperation, but ensure that its particular projects are launched and implemented within the overall context of the education sector. As for donor coordination needs, the modalities of participation should first be carefully examined in order to play an effective role (See Box below).

BOX 1 . Donor Coordination

In recent years, particularly in Africa, donor coordination is being accelerated in order to increase the efficiency of external aid and assistance in the countries. The modalities of donor coordination may vary depending on the country and the sector concerned. Most typical practices of donor coordination are, organization of donor meetings, harmonization of aid processing, introduction of the Sector Wide Approach (SWAp), introduction of basket funding (financial contribution), or the provision of financial support, etc. It would be impossible for JICA to continue working effectively in the field of education cooperation without being part of these donor initiatives. Therefore, JICA should also seek to actively take part in the donor coordination exercise in the following manner:

***Participation in donor meetings:** In order to effectively pursue its cooperation in education in countries where donor coordination is being strengthened, JICA should first ensure the participation of a qualified person in the donor coordination meetings and to make an intellectual contribution to the overall development framework under consideration.

***Securing and train qualified personnel to deal with donor coordination:** In order to make an intellectual contribution in the donor coordination meetings, it is vital to secure qualified person/expert with high level of communication skills and the knowledge and experience in education development sector. At the same time, efforts should be made to provide training to personnel and to establish a pool of experts.

***Dealing with financial contribution:** In countries where donor coordination is already well advanced, financial contribution is becoming the main modality of cooperation. With the current system in Japan, it is almost impossible for a technical cooperation agency like JICA to use its budget to provide financial assistance that may be used to cover the recurrent costs of the recipient country. However, in case where a small-scale basket fund is created independently for the organization of an activity that is closely related to JICA's projects and has a clear outcome - such as the drafting of an education sector programme document – the possibility of making a contribution under JICA's budget should be considered. In doing so, the precondition would be to make sure that such financial contribution to the basket fund will not be used for covering the recurrent costs of the host country. In addition, as a way to disseminate and expand the outcome of a terminated project, it is worth considering the establishment of a framework where JICA provides financial contribution to the counterpart institution for the improvement of their “capacity to disseminate the outcomes” in the country, and supervises the management of such fund.

*** Developing projects in line with the education sector programme:** Projects should be developed in close coordination with partners and be introduced within the framework of the SWAp.

*** Ensure flexibility in project implementation:** If JICA's projects are to be effectively implemented under the SWAp framework, there is a need to ensure flexibility in their implementation timeframe, modality, and scope so as to harmonize with others.

*** Sit in the driving seat of donor coordination:** Until today, JICA has been basically taking part in an already established framework of donor coordination. Hereafter, JICA should endeavour to actively take part in donor meetings and other coordination efforts, and through accumulating more experiences, should gradually moving into the driving seat of coordination efforts.

(5) Making effective use of local resources

As basic education is closely related to the country's culture, values, language and its particular education system, the socio-cultural factors of a country must be given due consideration in order to ensure success of any basic education initiative. Today, there are actually quite a few competent local experts in the host countries who are well acquainted with the socio-cultural issues of their respective countries. However, due to the weak management capacity or to the budgetary constraints of the institutions concerned, these local experts are not always well utilized. In many countries, there are also abundance of past studies and/or materials and equipment provided and developed under past projects by different donors, which are lying around without being utilized effectively.

Given such situation, JICA should endeavour to make full use of locally available resources in its basic education cooperation initiatives, by effectively bringing together the existing human resources and information at all level.

(6) Compiling knowledge on education development in developing countries and applying Japanese experiences

JICA's cooperation in the field of basic education has been rapidly expanding over the last several years. In fact, in order to strengthen its cooperation in the fields of math and science teacher training or the improvement of education management, there is a need to possess sufficient level of knowledge and understanding on the development of basic education in developing countries. However, unlike the European countries, the pool of researchers, consultants or NGOs in the field of education is yet not so large in Japan, and research studies on education in developing countries are also not so advanced.

In contrast, Japan has the experience of expanding its education during the Meiji Era and the post-World War II era under the strong initiative of the government. As a result, Japan today has achieved a high level of math and science education vis-à-vis international standard, and an effective local administration system and school health system.

The kind of experience peculiar to Japan may not always be directly transferable to the developing country's contexts. However, it would be worth reviewing the Japanese experiences and applying it to the context of developing countries, while making the effort to acquire and accumulate knowledge on education development in developing countries. It is this kind of effort that in the long run will help improve and strengthen Japan's cooperation in the field of basic education. In this connection, the relevant information should be well organized and easily accessible so that the people of developing countries may show interest in Japan's experience in developing its education system and to find elements that may be applicable to the development of their own national system¹⁰.

(7) Developing human resources for basic education cooperation and enhancing national and international networks in education assistance

One of the major obstacles to expanding basic education cooperation is the lack of human resources that meet the needs of project development and implementation. In particular, there is a lack of researchers of education development and education sector consultants, as well as JICA staff or experts who can handle donor coordination or project planning in the education sector. JICA therefore should develop a mid- and long-term human resource development plan for fostering the needed experts in this field. At the same time, JICA should take into due consideration the available experts when initiating new projects.

Furthermore, considering that donor coordination is becoming increasingly popular in the education sector, and that active debates on the modalities of education development are taking place within the international community, JICA should also actively take part in the various education sector networks within Japan and abroad. By engaging itself in these networks and debate circles, JICA will be able to acquire further expertise in education assistance, while making use of experts in development assistance available in and out of the country.

(8) Linking efforts with “Development Education” in Japan

Since 2001, international understanding has been one of the main themes being introduced by schools in the “Period of Integrated Study” (“Sogo Gakushu”) along with other topics such as environment, information

¹⁰ The Education Sector Study Committee in JICA undertook a comprehensive study to review the experiences of Japan's education development, with the view to applying the Japanese experiences to the developing countries' education development context, and has produced the results into a report entitled “The History of Japan's Education Development – What implications can be drawn for the education development in developing countries today”. This report identifies five main characteristics of Japan's education development: (1) the existence of a potential for promoting the development of education in the first condition; (2) Education administration as a priority in national policy (3) Comprehensive and innovative education reform; (4) Centralized administration and decentralized budget system and (5) Creativity and innovation in the classroom. “The History of Japan's Education Development – What implications can be drawn for the education development in developing countries today”, JICA, 2005, Toshindo.

technology or community life, which shows the high level of interests in making education more international within Japan. JICA should also support the efforts in development education in order to obtain the understanding of the people for development assistance work and to promote a broad participation of the Japanese people in JICA's activities.

Currently, serving teachers and education administrators or researchers are already involved one way or another in basic education cooperation. Through these people, information on the situation of education in developing countries can be disseminated and can even expect some exchanges between teachers and schools in developing countries and Japan to happen. JICA's efforts to promote basic education cooperation hence have indirect impact on the development education efforts in Japan.

2. Status and trends in JICA's Basic Education Cooperation¹¹

Since 1999, the proportion of JICA's cooperation in the education sector has been steadily growing, and currently education cooperation accounts for 21%¹² of JICA's total technical cooperation. JICA's education cooperation mainly consists of basic education, vocational training/technical education and higher education. Of these three areas, basic education accounts for approximately 40% of the total education sector cooperation. Traditionally, Japan's cooperation in the field of education has been centered on higher education and vocational training. However, in light of the world trend to support EFA, there has been a gradual shift in the emphasis towards basic education.

JICA's basic education cooperation can be further divided into the following sub-sectors: primary and secondary education (52%), non-formal education (17%), education administration (25%) and early childhood development and education (ECD) (6%). In terms of regional distribution, Africa receives the largest share at 30%, followed by Asia (27%) and Latin America (19%). The main fields of cooperation has been on teacher training, education management, dispatching of education advisors, NFE support, school construction, and the dispatching of volunteer teachers (JOCV teachers). In the following paragraphs, these cooperation areas will be reviewed and recommendations will be made for enhancing future cooperation.

(1) Teacher training

The late 1990s saw the launching of successive projects for improving mathematics and science education consisting of training of math and science subject teachers as the core activity. The first technical project¹³ on improving mathematics and science education was initiated in 1994 in the Philippines, and since then, JICA has been implementing to date (May 2005), 24 projects in this field in Africa, Asia, Arab States and the Latin America regions.

The central activities of the projects are in-service training (INSET) and pre-service training (PRESET) in teacher training colleges. In all of these projects, however, the main concern has not only been to provide teacher training, but also to improve and institutionalize training systems, to develop new teaching methodologies and teaching/learning materials as well as teacher's manuals, to disseminate "lesson studies", and to review syllabus and curriculum, etc. In addition, JICA has been trying to strategically expand the results of the training activities by widely disseminating the experiences of the projects in Kenya (Strengthening Math and Science in Secondary Education, SMASSE)¹⁴ and Honduras (The Improvement of Teaching Method in Mathematics, PROMETAM)¹⁵, to their respective neighbouring countries.

There still remains several issues that need to be further examined, such as the feasibility of institutionalizing teacher training, the measures to obtain the local costs of organization of, or participation in, training activities, the measures to secure Japanese experts in the field of math and science education, or the feasibilities of applying Japanese experiences, etc.

The main reason for the rapid expansion of math and science teacher training projects is explained by the shift in

¹¹ In this Section, "secondary education" is used to cover both lower and upper secondary education in order to reflect JICA's actual project coverage.

¹² JICA Planning and Coordination Department, "Global Issues (2003 Activity Report)".

¹³ Packaged Cooperation Project for "The Development of Elementary and Secondary Science and Mathematics Education" in the Republic of the Philippines (June 1994 ~ June 1999)

¹⁴ Project on "Strengthening of Mathematics and Science in Secondary Education (SMASSE)": a technical cooperation project aimed at training serving teachers of math and science subjects. Following the termination of Phase I of the project (July 1998 ~ June 2003), Phase II (5 years, till June 2008) has been launched and ongoing to expand the project to the entire country. Also, through the network called SMASSE-WECSA, the know-how developed in Kenya is now being shared and expanded to other countries in Africa.

¹⁵ Project on "The Improvement of Teaching Method in Mathematics (PROMETAM)": a technical cooperation project aimed at strengthening the teaching capacity of mathematics teachers through the development of teachers' manual and exercise books for pupils, as well as the improvement of the in-service teacher training programme. Project duration is 2003-2006.

emphasis in JICA's cooperation modalities in the field of basic education. That is to say, in light of the international trend to prioritize basic education in the 1990s, JICA also aligned its efforts to move away from the traditional hardware-oriented cooperation to a more software-oriented cooperation in basic education. The reasonable directions to move was to expand its cooperation in math and science education since the level of Japan's achievements in math and science education had been internationally high and that there were less language and cultural barriers to math and science education compared to other subject areas. However, since it was the first time for Japan to initiate a systematic cooperation in the development of substance of basic education in developing countries, a lot of trial and error took place in the process of developing teaching methodologies and teacher training approaches that were relevant to the host countries. JICA is continuing its effort to systematically organizing the knowledge and experiences that it had accumulated through implementing the projects for improving math and science education in developing countries, and also has undertaken an evaluation study of its cooperation in the field of the math and science education to organize and analyze its efforts (see Box below). In more recent years, in order to meet the diverse needs of the countries, cooperation in teacher training in subjects other than math and science, such as social science and comprehensive studies, are also being initiated.

Box 2. Evaluation results of the comprehensive analysis in the field of Math and Science Education

As an effort to improve the quality of its basic education cooperation, JICA carried out an analytical evaluation of its 12 past and ongoing technical cooperation projects in the field of math and science subjects in primary and lower secondary education, and compiled it into the report "Synthesis Study of Evaluation on Science and Mathematics Education" in 2004. The report drew 20 lessons to be learnt when implementing projects in this field.

[Lessons on the dissemination modality of outcomes]

- In adopting a cascade approach to teacher training, the layer of cascade should be kept to the minimum and the use of keywords to explain essential concepts are effective.
- The cluster approach (direct training) is effective in disseminating and sustaining the outcomes in a relatively restricted area such as within the school or the school district. In introducing this training approach, it is essential to obtain the understanding and support of the people concerned at the local area

[Lessons for institutionalization]

- In order to institutionalize teacher training or to provide policy advice to disseminate the outcomes, it is essential first obtain the understanding of the host country so as to facilitate the institutionalization process. It is also vital to the support and understanding of "teachers and students" who are the ultimate beneficiaries of the cooperation.
- The provision of support to improving the existing teacher training system may turn out to be more effective and easier to institutionalize in the end, than to initiate a totally new teacher training projects.

(2) Education management

Another pillar of software cooperation in basic education is to provide support to the strengthening of management of the central and local education administration as well as school management in the host country. Support to the field of education management started with the development study project in Indonesia in 1998 which introduced the implementation of small-scale projects proposed by communities and schools. This experience was followed by school-mapping and micro-planning exercises in Africa under the framework of development study projects. In either case, the main objective was to improve the local education administration under the framework of decentralization and aimed to promote community participation in the planning exercise and to develop the capacity of local education administrators.

Recently, JICA's cooperation in the field of education management has become more diversified, as represented

by the initiative in Niger, where community participation has been introduced to improve school management through activating the school management committee.

(3) Support to non-formal education

In the field of non-formal education, the dispatch of JOCVs had been the main modality of cooperation. However, today there are various activities initiated by NGOs under the grassroots technical cooperation scheme. Examples of technical cooperation projects in non-formal education of a larger scale involving the host government and other agencies concerned are also increasing in number.

Cooperation in this field is not limited to the support to traditional literacy education, but also ranging from the support to non-formal education as an alternative basic education (e.g. Nepal¹⁶), to construction of non-formal basic education schools through community participation (e.g. Ethiopia¹⁷), and to the improvement of literacy statistics through the mapping exercise (e.g. Pakistan¹⁸), etc.

“JICA Thematic Guidelines for Non-formal Education” prepared in September 2004, articulates that JICA will actively support the development of non-formal education for the achievement of EFA goals, taking advantage of the flexible and spontaneous characteristics of non-formal education approach. Moreover, since the acquisition of literacy and numeracy skills as well as practical life skills through non-formal education provisions are shown to contribute towards solving other various development concerns such as income-generation, environmental protection, and/or improvement of health and sanitation, etc. As such, the importance of integrating of non-formal education activities as one component in other sectoral programmes is now being emphasized.

(4) Construction of primary and lower secondary schools

JICA initiated its support to the construction of primary and secondary schools under its Grant Aid Cooperation projects in the early 1990s as a means to quickly respond to the new trends in international development assistance giving priority to basic education cooperation following the Jomtien conference. Currently, about 20% of JICA's Grant Aid Cooperation projects are in the field of education (FY2003), of which, about half went to the construction of primary and secondary schools. In terms of the geographical distribution, about half of the cooperation was took place in Africa, 30% in Asia, and 10-20% in Latin America.

In view of the increasing number of school construction projects, there has been some debate over the manner in which support to school construction is being implemented under the Grant Aid. The main arguments in the debate have been the high unit costs by Japanese construction companies and the need for community participation in the process. It is true that there still remain some questions over the level of construction technique relevant to the host countries and despite its importance community participation may cause some uncertainty in the project's implementation. Therefore, there is a need to further examine the best possible solution to these concerns.

In the meantime, it is worth pointing out here that JICA's school construction projects are mostly in the urban areas rather in rural areas and often takes the form of rehabilitation and extension of existing schools buildings rather constructing a totally new building. This is due to the fact that it is difficult to determine the construction sites for new schools in rural areas, and that there is no guarantee for securing teachers and pupil enrolment once the school is built. As a result, there is a tendency to opt for the rehabilitation of over-crowded schools in urban areas, and the support to rural areas suffering from perpetual low enrolment remains to be an issue yet to be solved.

¹⁶ Project on “The Community-Based Alternative Schooling Project (CASP)” in Nepal

¹⁷ Project on “Community-based Basic Education Improvement Project” in Ethiopia

¹⁸ Project on “Punjab Literacy Promotion Project” in Pakistan

Recently, increasing attention is given to improving school facilities by taking into due consideration the integrated needs of the local community. For example, integrating small-scale pilot project (software) component, installing lavatories, drinking water facilities, and classroom facilities (e.g. blackboard, chairs, desks, science experimental equipment, etc.), as well as paying particular attention to the special needs of target groups such as girls, minorities and rural areas. It is also possible to consider the introduction of community participation through technical cooperation projects or development study projects, as shown in the examples from Ethiopia and Niger¹⁹. Furthermore, in Nepal, JICA supported the provision of necessary equipment under its Grant Aid Cooperation project to a project on school construction through community participation²⁰. JICA should continue learning and building upon these experiences in planning primary and secondary school construction projects in the coming years.

(5) Dispatching Japan Overseas Cooperation Volunteers (JOCVs)

The dispatch of JOCVs represents JICA's largest and longest cooperation in the field of education, which accounts for about 40% of its total technical cooperation. About 48% of JOCVs are engaged in the field of basic education, mainly as teachers in math and science education, technical education, physical education, or arts, or as kindergarten teachers or literacy facilitators, in primary and lower secondary schools or other social education organizations in developing countries. Some are assigned to work in local education authorities or in local education resource centers to develop education materials or to provide teacher training.

The advantages of JOCV teachers are their direct engagement in grassroots activities by working in the local schools. Therefore, there are now attempts to coordinate with the work of JOCVs to ensure follow-up at the grassroots level when initiating Grant Aid Cooperation projects or/and Technical Cooperation projects (e.g. math and science education projects in the Philippines, Kenya, Honduras).

The development of basic education requires the activities to be expanded and their impact felt widely at the grassroots level. Therefore, as much as possible, the dispatch of JOCV teachers should be foreseen in the initial planning of the project and strategically integrated within the project framework. In this way, the potentials of JOCV in basic education development could be fully explored.

(6) And, exploring into new areas

JICA has also been promoting activities other than those mentioned above, in order to meet the various needs of basic education. It is true that initiatives in early childhood development (ECD) and school health education that require the combined efforts of education and health, in small scale projects on girls education, or in teacher training projects utilizing ICT, and in textbook development and curriculum revision are areas where JICA is yet to expand its cooperation. However, there are, in fact, several innovative projects in these fields now being initiated and it is expected that with further accumulation of experiences and know-how acquired from on-going projects, JICA will be able to further explore into new field of cooperation in the coming years.

¹⁹ Project on Improving School Management through Community Participation ("School for All") in Niger

²⁰ Nepal: Primary school construction in the Community-based Alternative Schooling Project (Phase 2)

Appendix 1. List of JICA Projects in Basic Education (FY 2004)

	Country	Project Title	Duration
Education Management			
1	Indonesia	Regional Educational Development and Improvement Program	2004/9/20~2008/9/19
2	Indonesia	Regional Educational Development and Improvement Program Phase 2	2001/12/1~2005/3/31
3	Indonesia	Community Participation in Strategic Education Planning for School Improvement	2005/1~2005/3
4	Morocco	The Basic Education Improvement Program for Rural Area	2003/9-2005/12
5	Peru	The Project for Strengthening of Educational Management in the Rural Education Networks of Canas and Suyu	2005/6~2008/6
6	Niger	Support to the Improvement of the School management through Community Participation (School for All)	2004/1/1~2006/12/31
7	Tanzania	School Mapping and Micro-Planning (Phase 2)	2003/1~2005/7
8	Senegal	Formation des Directeurs des Ecoles Primaires	2004/10~2006/10
9	Malawi	The National Implementation Program for District Education Plans	2002/1~2005/10
Teacher Training			
10	Indonesia	The Project for Development of Science and Mathematics Teaching for Primary and Secondary Education(IMSTEP)	2003/10/1~2005/9/30
11	Philippines	Strengthening of Continuing School Based Training Program for Elementary and Secondary Science and Mathematics Teachers in the Republic of the Philippines	2002/4/10~2005/4/9
12	Bangladesh	Strengthening Primary Teacher Training in Science and Mathematics	2004/10/16~2008/10/15
13	Myanmar	Strengthening Child-Centered Approach in Myanmar Education	2004/12/13~2007/12/12
14	Viet Nam	Project for Strengthening Cluster-based Teacher Training and School Management	2004/9/15~2007/9/14
15	Lao PDR	Project for Improving Science and Mathematics Teacher training	2004/6/15~2008/6/14
16	Egypt	Improvement of Science and Mathematics Education in Primary Schools	2003/4/1~2006/3/31
17	Honduras	The Improvement of Teaching Method in Mathematics	2003/4/1~2006/3/31
18	Dominican Republic	the improvemnt of the quality of teaching in mathematics in the Dominican Republic	2005/3~2010/3
19	Colombia	In service Teacher Education and Training in Mathematics and Natural Science	2003/10/22~2007/3/31
20	S.Africa	Mpumalanga Secondary Science Initiative Phase II	2003/4/1~2006/3/31
21	Ghana	Improvement of Educational Achievement in Science,Technology and Mathematics(STM)in Basic Education	2000/3/1~2005/2/28
22	Ghana	Improvement of Educational Achievement in Science,Technology and Mathematics(STM)in Basic Education	2005/3/1/~2005/8/31
23	Malawi	Strengthening of Mathematics and Science in Secondary Education in Malawi	2004/10/20~2007/10/19
24	Kenya	Strenthening of Mathematics and Science in Secondary Education (SMASSE) Phase 2	2003/7/1~2008/6/30
25	Uganda	Teacher Development and Management System in Secondary Science	2005/4~2008/3
Non-Formal Education			
26	Nepal	The Community-Based Alternative Schooling Project (CASP)	2004/1/19~2009/1/18
27	Pakistan	Punjab Literacy Promotion Project	2004/7/15~2007/7/14
28	Afganistan	Strengthening of Non-Formal Education Project	2004/3/26~2007/3/31
29	Mexico	The Project for Improvement of life of Women in Marginalized Communities in Urban Zone of Chiapas State	2005/4~2008/3
Education Advisor			
30	Indonesia	Education Advisor (Primary,Secondary Education Planning)	2004/1/31-2006/1/30
31	Philippines	Education Advisor (Primary,Secondary Education Planning)	2005/1/14-2007/1/13
32	Bangladesh	Education Advisor (Primary Education Planning)	2004/8/19-2006/8/18

33	Sri-Lanka	Education Advisor (Teacher Trainig)	2003/4/9-2005/4/8
34	Nepal	Education Advisor (Primary Education Policy)	2003/3/9-2006/3/8
35	Mongolia	Education Advisor	2003/5/3-2005/5/3
36	Pakistan	Education Advisor (Education Development, Literacy)	2003/10/19-2005/10/18
37	Viet Nam	Education Advisor (Primary Education Development)	2004/8-2005/6
38	Lao PDR	Education Advisor (Primary, Secondary Education)	2003/3/30-2005/9/30
39	Afganistan	Education Advisor (Education Policy)	2004/12/20-2005/12/20
40	Afganistan	Education Advisor (Education Program)	2005/1/17-2006/1/17
41	Honduras	Education Advisor (Basic Education)	2001/12/7 ~ 2005/12/6
42	Ghana	Education Advisor (Education Policy Support)	2002/5/27 ~ 2005/5/26
43	Malawi	Education Advisor (Education Policy)	2002/6/24 ~ 2005/6/23
44	Uganda	Education Advisor (Education Program)	2002/3/25 ~ 2005/3/24
45	Burkina Faso	Education Advisor (Basic Education, Literacy)	2004/5/18 ~ 2005/5/17
Education Facilities Construction			
46	Ethiopia	Community-Based Basic Education Improvement Project	2003/11/19 ~ 2007/11/18
47	Ethiopia	The Project on Increasing Access to Quality Basic Education through Developing School Mapping and Strengthening Microplanning in Oromia Region	2005/4/1/ ~ 2007/5/31
48	Afganistan	The Project for Construction of Basic Education Facilities	2004/7/8 ~ 2006/3/31
49	Timor-Leste	The Project for Reconstruction of Primary Schools and Junior High Schools	2004/5/17 ~ 2006/3/31
50	Cambodia	The Project for Construction of Primary Schools in Phnom Penh	2004/6/15 ~ 2006/3/31
51	Viet Nam	The Project for Improvement of Facilities of Primary Schools in Northern Mountain Region (Phase II)	2004/7/23 ~ 2006/3/31
52	Mongolia	The Project for Improvement of Primary Education Facilities (Phase III)	2004/6/22 ~ 2006/3/31
53	Lao PDR	The Project for Construction of Primary Schools	2004/6/18 ~ 2006/3/31
54	Nepal	The Project for Construction of Primary Schools in Support of Education for All	2004/12/3 ~ 2006/3/31
55	Zambia	The Project for Construction of Basic Schools in Lusaka, Phase II	2004/8/3 ~ 2006/3/31
56	Nigeria	The Project for Construction of Additional Classrooms for Primary Schools	2004/8/17 ~ 2006/3/31
57	Niger	Projet de construction d'écoles primaires dans les régions de Dosso et de Tahoua	2004/6/29 ~ 2006/3/31
58	Madagascar	Projet de construction d'eoles primaires, phase II	2004/6/28 ~ 2006/3/31
59	Malawi	The Project for Improvement of Domasi College of Education	2004/7/1 ~ 2006/3/31
60	Mali	Projet de construction des salles de classe d'écoles fondamentales, phase II	2004/6/18 ~ 2006/3/31
61	Mozambique	The Project for Reconstruction of the Xai-Xai Primary Teacher Training Cente	2004/9/13 ~ 2006/3/31
62	Lesotho	The Project for Construction of Primary Schools	2004/6/25 ~ 2006/3/31
63	Nicaragua	El Proyecto de Rehabilitacion de Instalaciones Escolares de la Educacion Bacica y Media del Departamento de Managua	2004/6/17 ~ 2006/3/31
64	Cameroon	Projet de construction d'écoles primaires (Phase III)	2004/8/27 ~ 2006/3/31
Information and Communication Technology			
65	PNG	Managing Radio and Television Education Production	2001/1/15-2005/7/14
66	PNG	Distance Education by Utilizing live recording of classroom	2002/6/3 ~ 2004/12/28
67	Ethiopia	Radio Studio Techniques for Education Program Production	2004/12/14 ~ 2005/6/1
Others			
68	Afganistan	Strengthening Education for Children with Disabilities	2005/3/28-2005/4/11
69	Lao PDR	Reading Promotion Project in Lao PDR	2002/12/2-2005/12/1
70	Senegal	The Study on The Improvement of Environment for Early Childhood in The Republic of Senegal	2001/12 ~ 2004/8

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